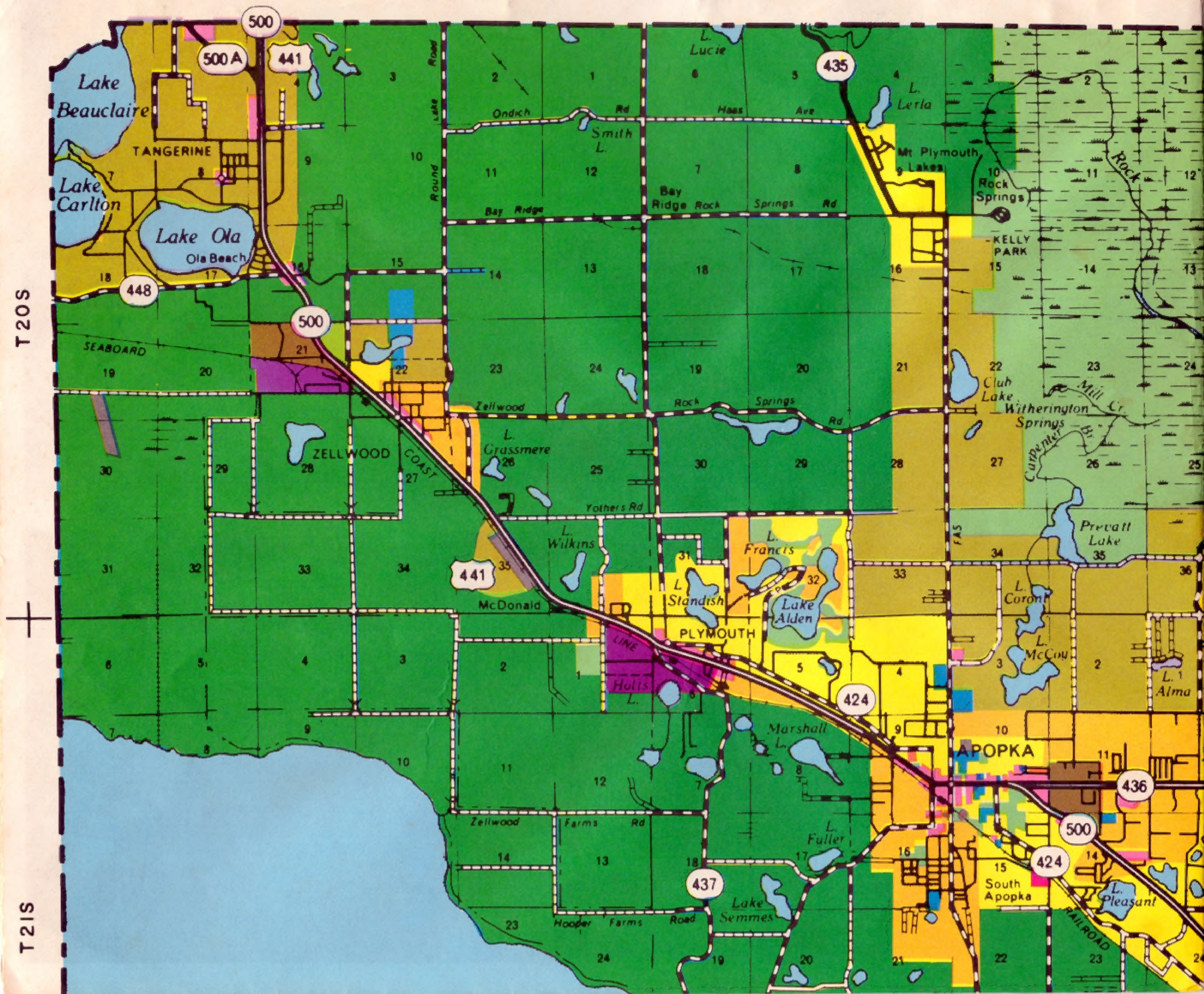




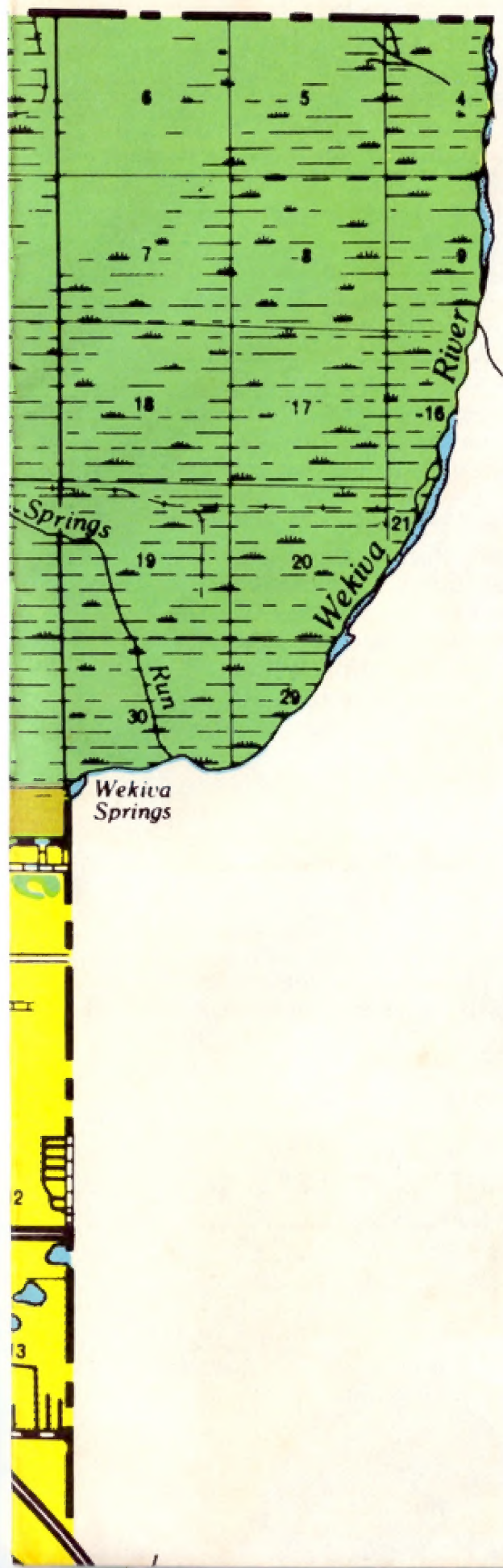
# The Orange County Development Policy

Board of County Commissioners  
Orange County, Florida





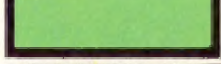
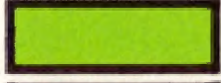


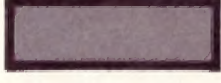














# Orange C

## The Orange County

This guide is a generalized expression of current County statements and studies prepared to promote coordinated and other public and private improvements. The guide is guide for land use which will assist in improvement of th toward long range goals by providing scope and perspe to assist in coordinating policies and programs am for preparation of this guide is conferred by Chapter

Parks and Recreation .....		Residential
Flood Plains.....		Residential
Agriculture.....		Residential
Cultural and Educational.....		Residential
Transportation, Utilities .....		

### GENERAL LEGEND

HIGHWAY WITH FULL CONTROL OF ACCESS.....		PRIMITIVE ROAD .....
CONTROLLED ACCESS HIGHWAY WITH FRONTAGE ROADS.....		IMPASSABLE ROAD.....
INTERCHANGE.....		PRIVATE ROAD .....
DIVIDED HIGHWAY.....		INTERSTATE HIGHWAY.....
PAVED ROAD — HIGH TYPE.....		U.S. NUMBERED HIGHWAY.....
BITUMINOUS ROAD — MEDIUM AND LOW TYPE .....		STATE HIGHWAY.....
GRAVEL OR STONE ROAD .....		RAILROAD.....
SOIL SURFACED ROAD.....		LAKE .....
GRADED AND DRAINED ROAD.....		MARSH .....
UNIMPROVED ROAD .....		SWAMP .....




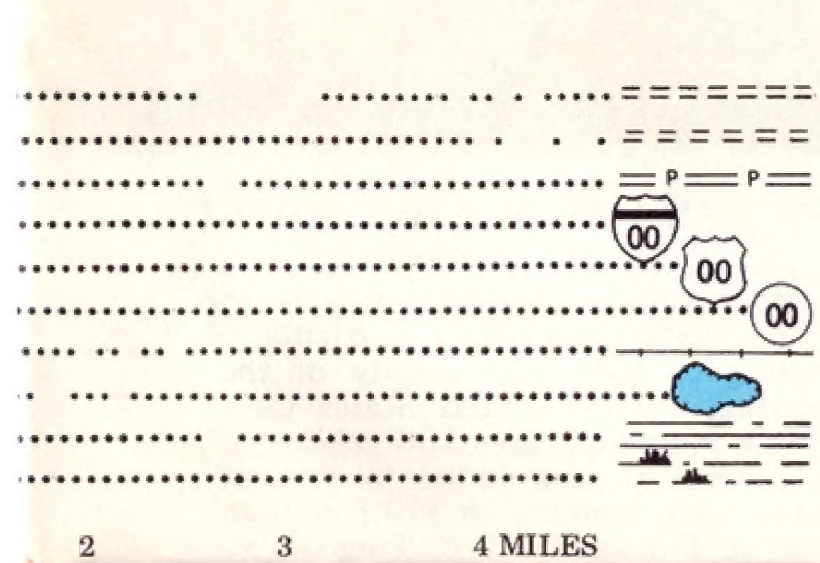
# County Development Policy

## Development Policy Guide Is Not A Zoning Map

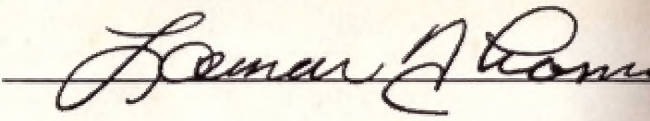
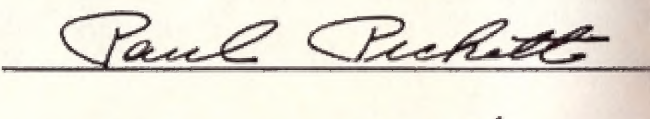

development policy, subject to continual refinement, and represents one of many aspects of the development of the County's roads, parks, schools, drainage systems, sewerage systems, and other physical environment of the County. Such a guide facilitates daily decisions which are made by the elected and appointed officials of Orange County government.

Section 63-1716, Laws of Florida as amended, and by Chapter 125, Florida Statutes.

Low estate density.....		Commercial, Light Retail, Offices.....
Low low density.....		Commercial, Heavy Retail.....
Low medium density.....		Commercial, Tourist.....
Low high density.....		Wholesale, Warehousing.....
		Industrial, Manufacturing.....



APPROVED: PLANNING AND ZONING COMMISSION, FEBRUARY 1971  
APPROVED: BOARD OF COUNTY COMMISSIONERS, FEBRUARY 1971

DISTRICT 1	LAMAR THOMAS	
DISTRICT 2	PAUL PICKETT	
DISTRICT 3	BEN BENHAM	



y policy  
systems,  
general  
ch lead  
ntended  
authority  
Statutes.



15, 1973\*

20, 1973\*\*

## RESOLUTION

WHEREAS, Orange County is located at the transportation center of Central Florida and contains the rapidly developing Orlando Metropolitan Area; and

WHEREAS, The County benefits from favorable geographic site characteristics including an ample supply of lakes, streams, sunshine, rainfall, ground water, habitable land, natural vegetation, and favorable wind currents; and

WHEREAS, planners project a doubling of the County's resident population during the next two decades and a substantial growth in tourism, together with supporting residential, commercial and industrial development; and

WHEREAS, The Board of County Commissioners of Orange County holds responsibility for guiding and directing physical and economic development of the County, exclusive of municipal and other jurisdictions authorized by the State Legislature, and is interested in the efficient provision of all necessary public facilities and services to all residents and guests of Orange County; and

WHEREAS, it is the desire and intent of the Board of County Commissioners to judiciously provide for the orderly development of the County in a manner recognizing not only the great economic forces at work but also the necessity to preserve and enhance the natural resources and ecological assets which make possible the pleasant and healthful living and working environments available to the people of Orange County,

NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF ORANGE COUNTY, FLORIDA:

Section I. The Board of County Commissioners hereby adopts the Orange County Development Policy, consisting of a policy guide located in the Commission Chambers of the Court House and a supporting text on file with the Clerk of the Board of County Commissioners, both as amended from time to time, with the following purpose and intent:

This guide is a generalized expression of current County development policy, subject to continual refinement, and represents one of many policy statements and studies prepared to promote coordinated development of the County's roads, parks, schools, drainage systems, sewerage systems, and other public and private improvements. The guide is not a zoning map and does not dictate future policy. It is intended to provide a general guide for land use which will assist in improvement of the physical environment of the County. Such a guide facilitates daily decisions which lead toward long range goals by providing scope and perspective for zoning changes and public improvements planning. This guide is also intended to assist in coordinating policies and programs among the elected and appointed officials of Orange County government. Authority for preparation of this guide is conferred by Chapter 63-1716, Laws of Florida as amended, and by Chapter 125, Florida Statutes.

Section II. It is the intent of the Board to follow conservative

and the Land Development guide for the Southwest Orange County Area are to continue;

- The preservation of agricultural and other open space uses is to be encouraged to protect water recharge areas, maintain high water quality of lakes and streams, prevent drainage problems, prevent encroachment into flood-prone areas, and maintain open space areas;
- The presently urbanized areas including existing sub-standard areas and vacant land are to be developed to the maximum desirable intensity in such a manner that the environmental assets of the area are protected;
- The development of areas remote from proper supporting facilities, such as roads, schools, utilities, and fire protection is to be discouraged.

Section IV The clustering of commercial, industrial, and other high intensity uses and the containment of existing strip-commercial development is to be supported.

Section V Site development standards assuring high quality improvements with adequate provisions for landscaping and open space which will enhance the beauty of the area will continue to be refined and implemented through the Subdivision Regulations, the Zoning Resolution, and ordinances adopted by the Board.

Section VI. Community service scheduling and capital improvements programming of the long-range County needs for physical improvement of public facilities including phasing of financing, development, and construction are adopted as Board policy including:

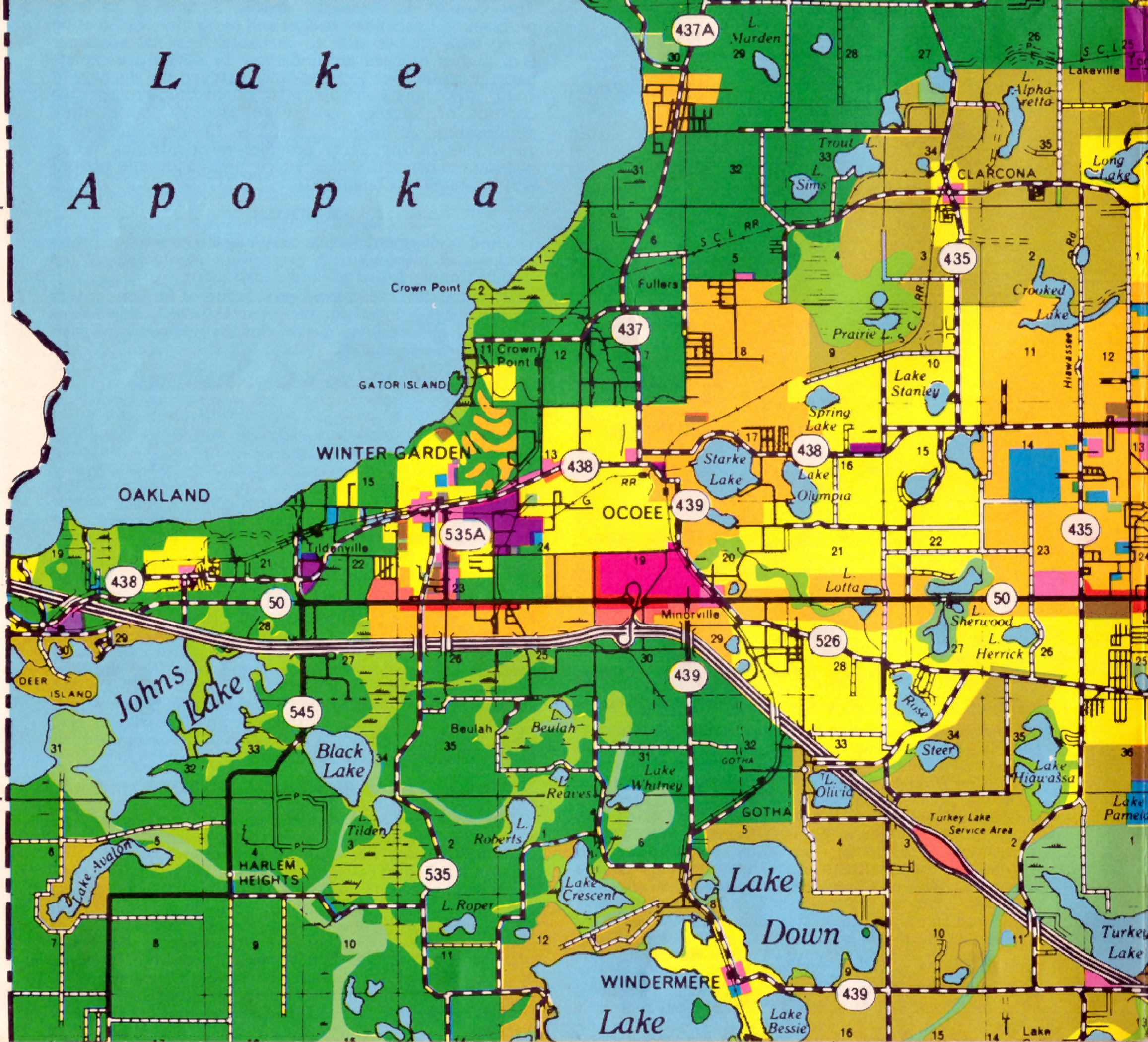
- Transit and airport facilities plans, and a major streets and highways plan, including right-of-way, building setback, and frontage road policies, to be revised and adopted as elements of the Development Policy;
- An updated comprehensive sewerage, potable water, and storm water management plan, under preparation on a metropolitan-wide basis, to be adopted as elements of the Development Policy;
- A parks and open space plan, implemented through private, local, state, and federal funding, providing for community and metropolitan parks, open space, and outdoor recreation facilities which are adequate in location, accessibility, space, functional design, and operation, to be adopted as an element of the Development Policy.

Section VII. The County staff will work with the Board of Public Instruction staff and will make available population projects and development information to assist in advance school site acquisition.

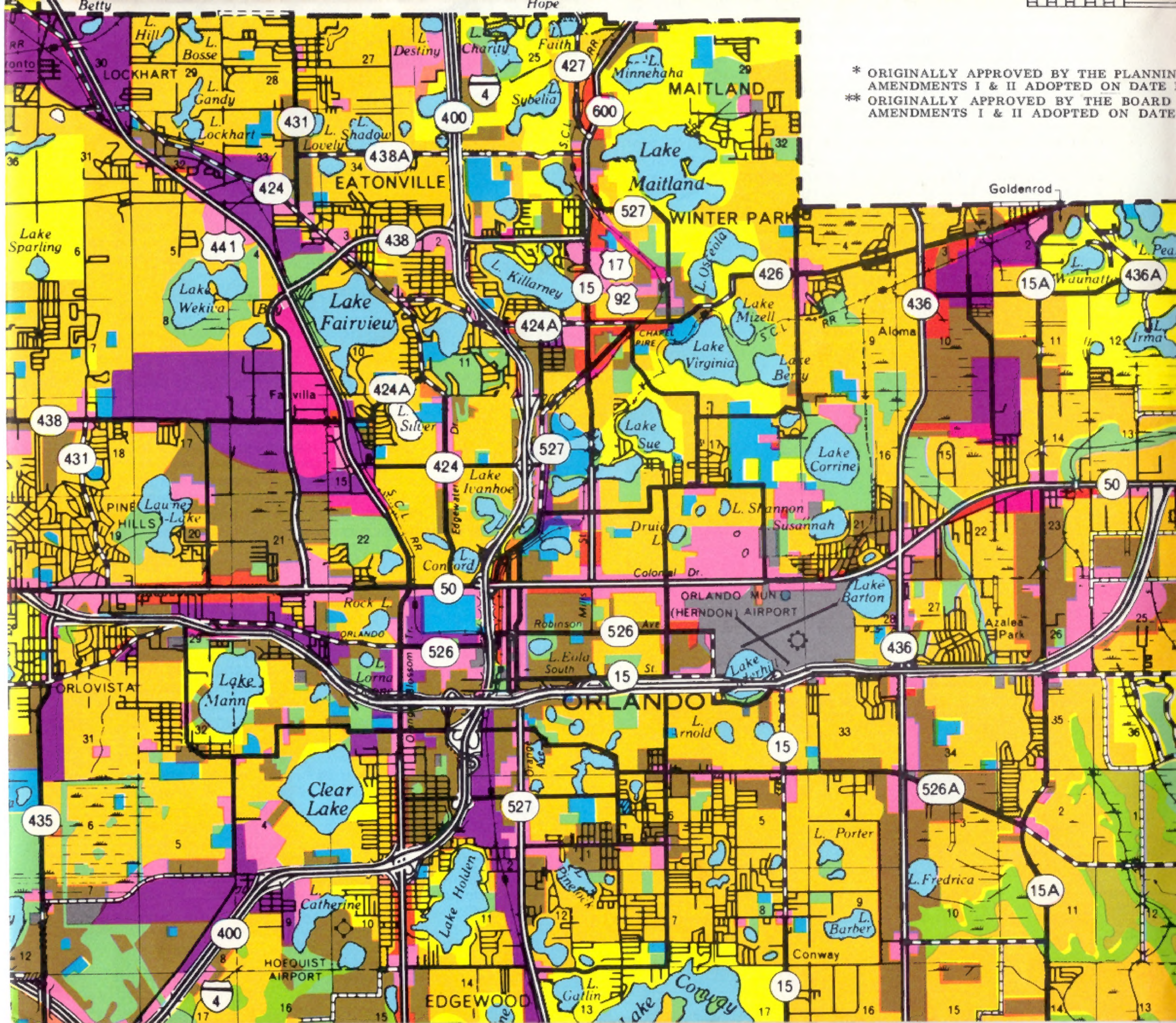
Section VIII. In the interest of providing for the orderly physical, social and economic development of the County and preserving and enhancing the natural ecology, the Board hereby declares its intent to cooperate with and seek the cooperation of all Orange County citizens and governmental agencies, and to continue its support of metropolitan and regional planning and research programs.



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\* ORIGINALLY APPROVED BY THE PLANNING  
AMENDMENTS I & II ADOPTED ON DATE  
\*\* ORIGINALLY APPROVED BY THE BOARD  
AMENDMENTS I & II ADOPTED ON DATE



SCALE

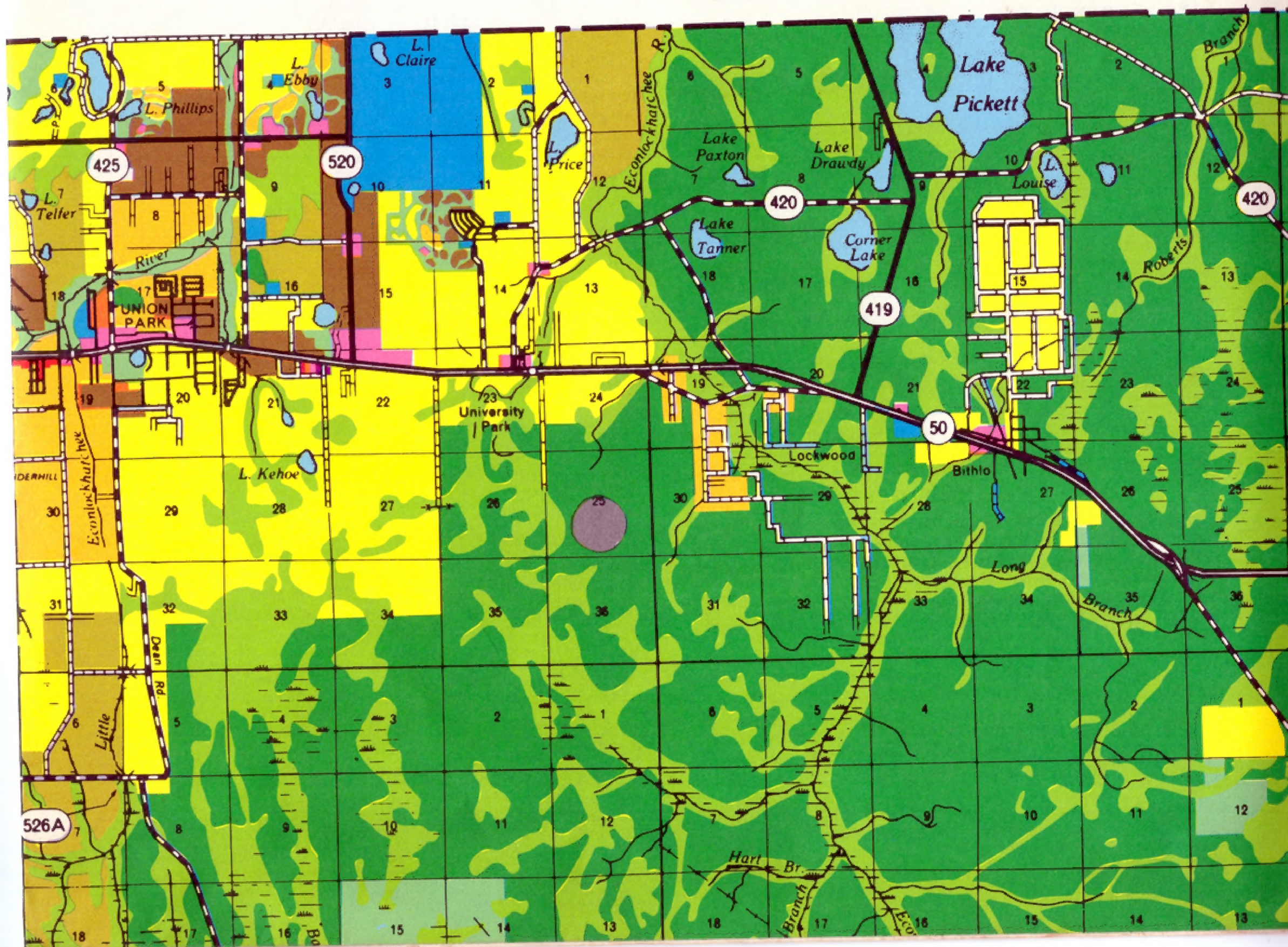
AND ZONING COMMISSION ON SEPTEMBER 21, 1972;  
INDICATED.  
OF COUNTY COMMISSIONERS ON OCTOBER 31, 1972;  
INDICATED.

DISTRICT 4

RALPH POE

*Ralph Poe*

PREPARED BY: THE ORANGE COUNTY PLANNING DEPARTMENT





development policies by limiting the intensity and arrangement of land uses in a manner most beneficial to the present and future population.

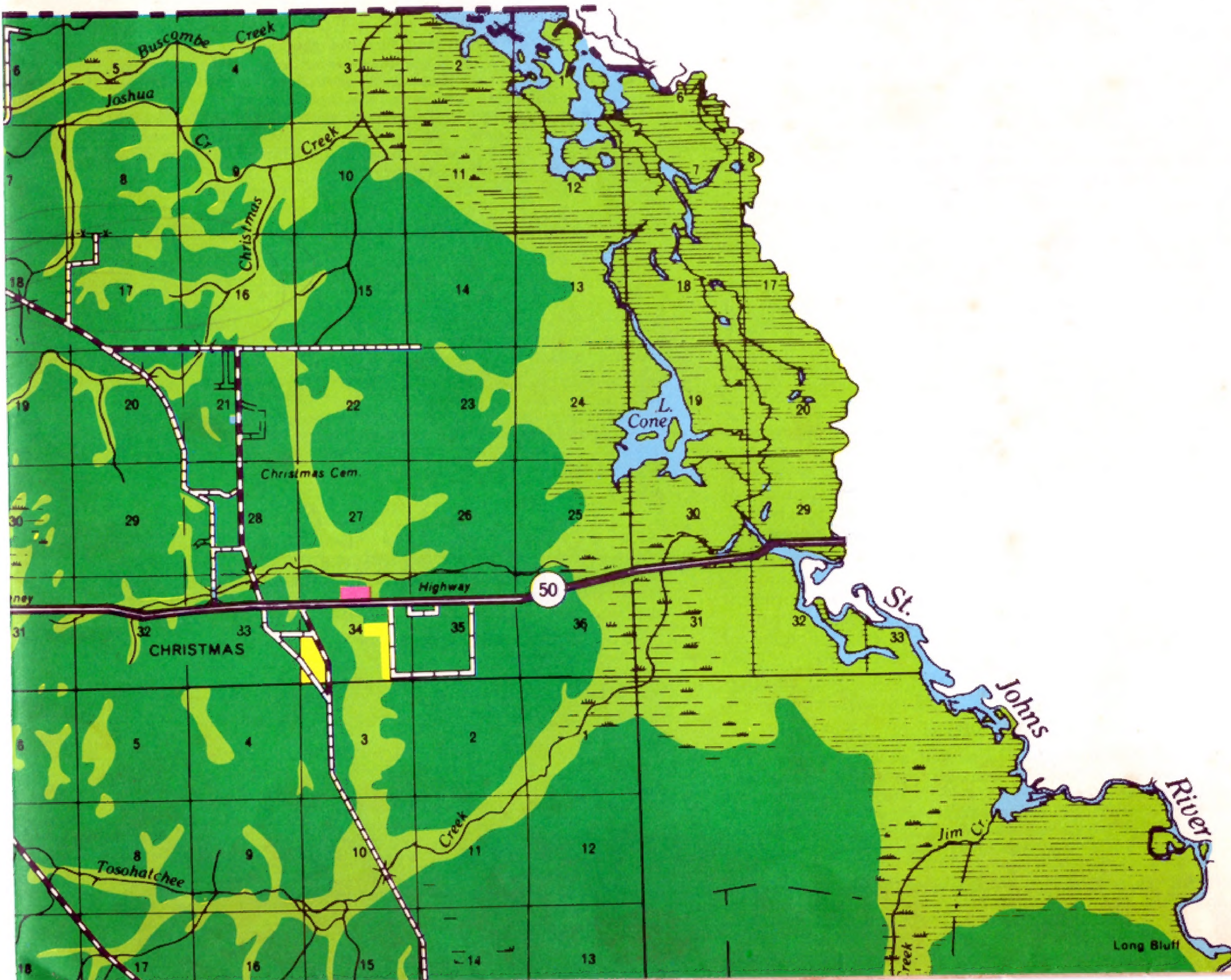
Section III. Growth and development is to be encouraged on when it represents an orderly extension of existing urban areas in such a manner that necessary urban services and facilities can be provided with the most efficient outlay of public funds, to wit:

— The policies outlined in the FTU Area Development guide

APPROVED and ADOPTED by the BOARD OF COUNTY COMMISSIONERS, Orange County, Florida, this 31 day of October, 1972.

*Paul Pickett*

PAUL PICKETT, Chairman



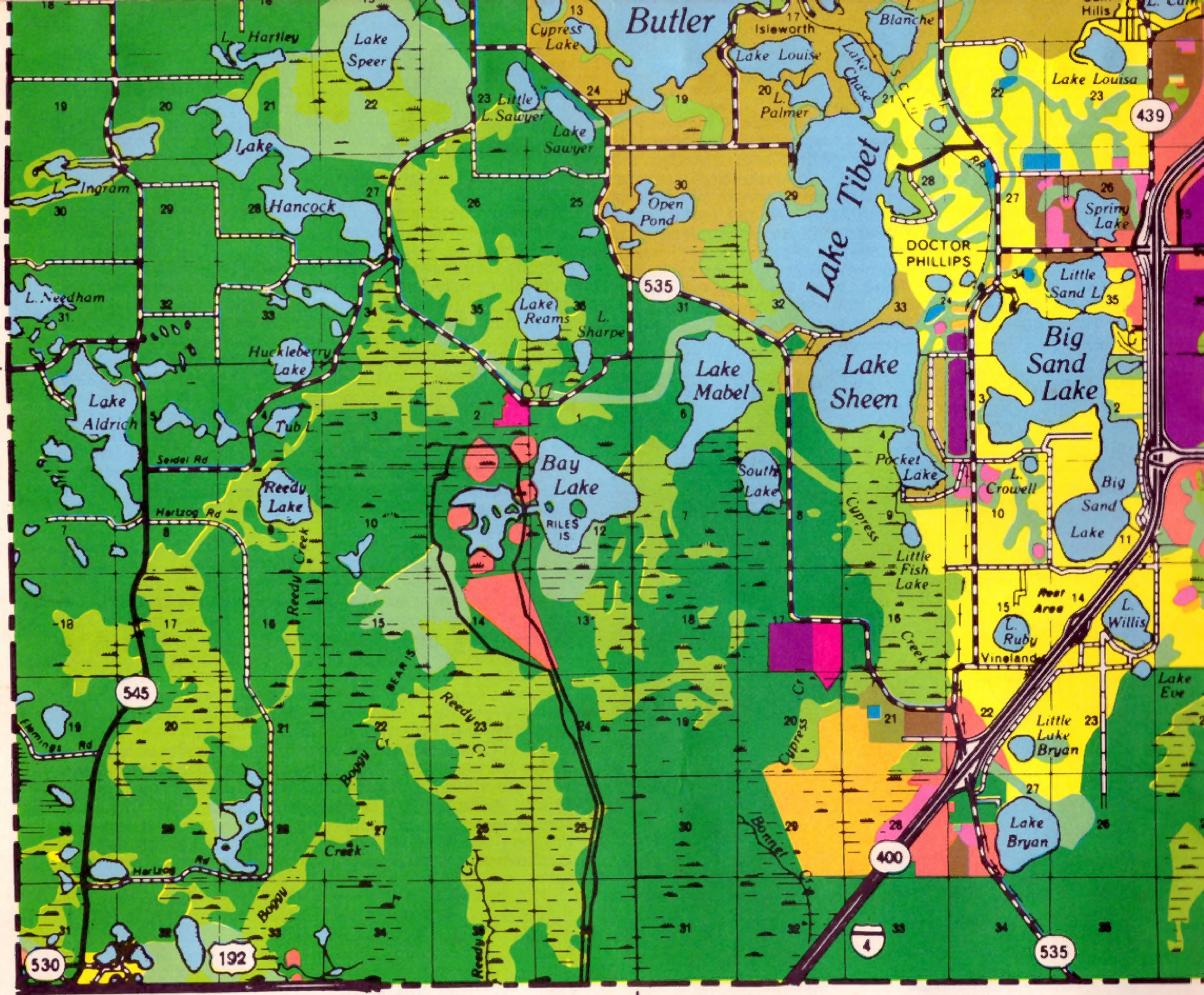


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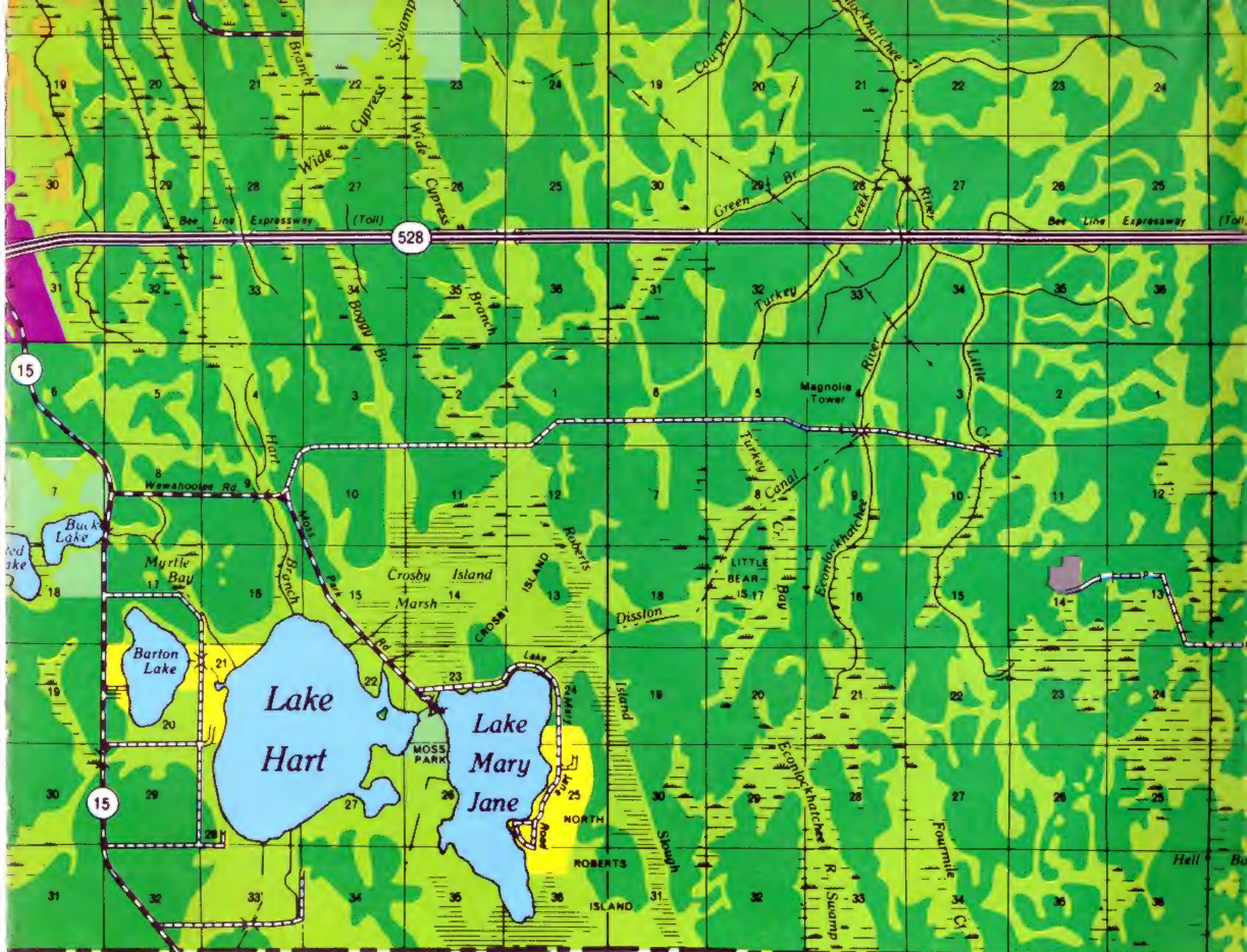
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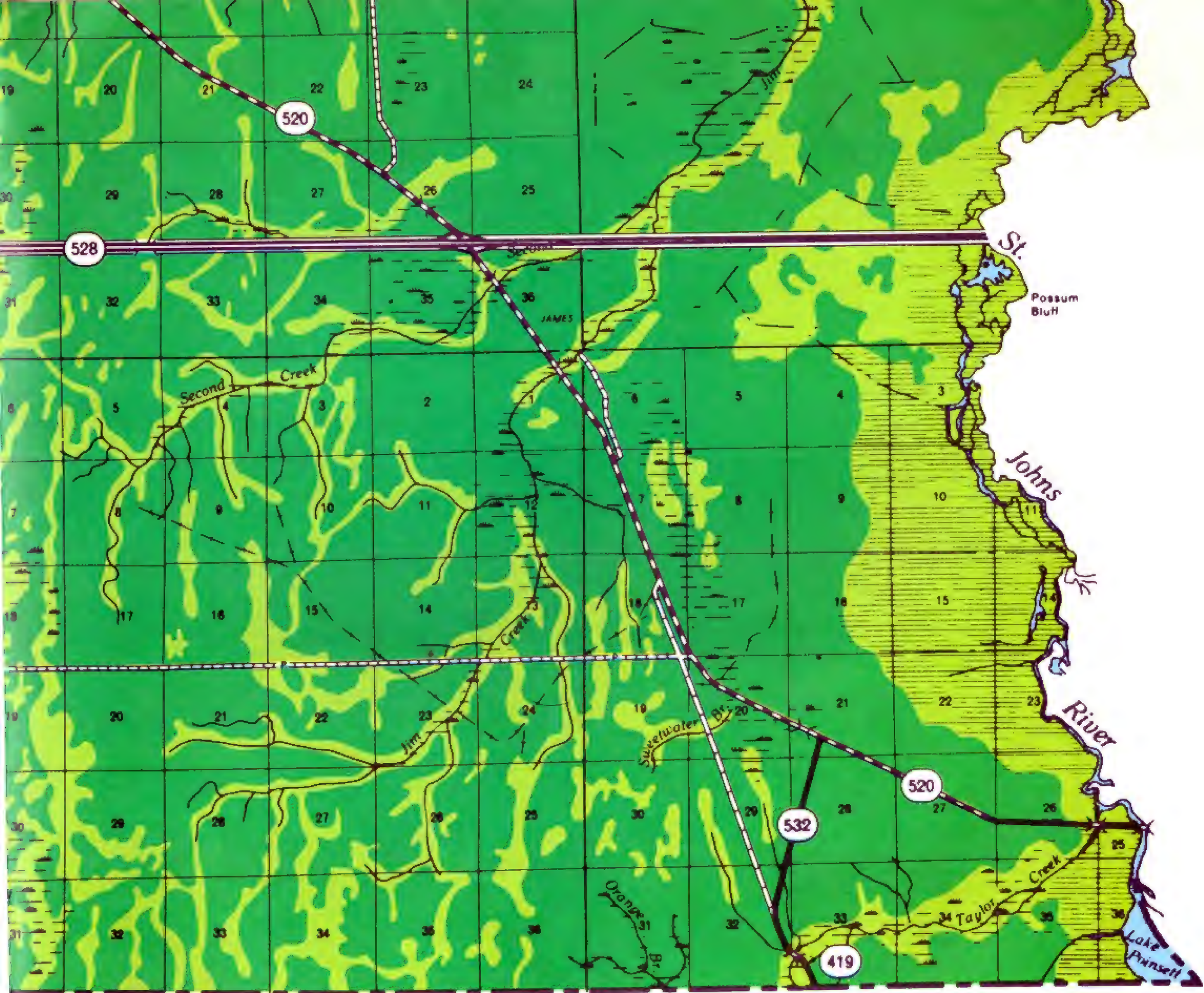




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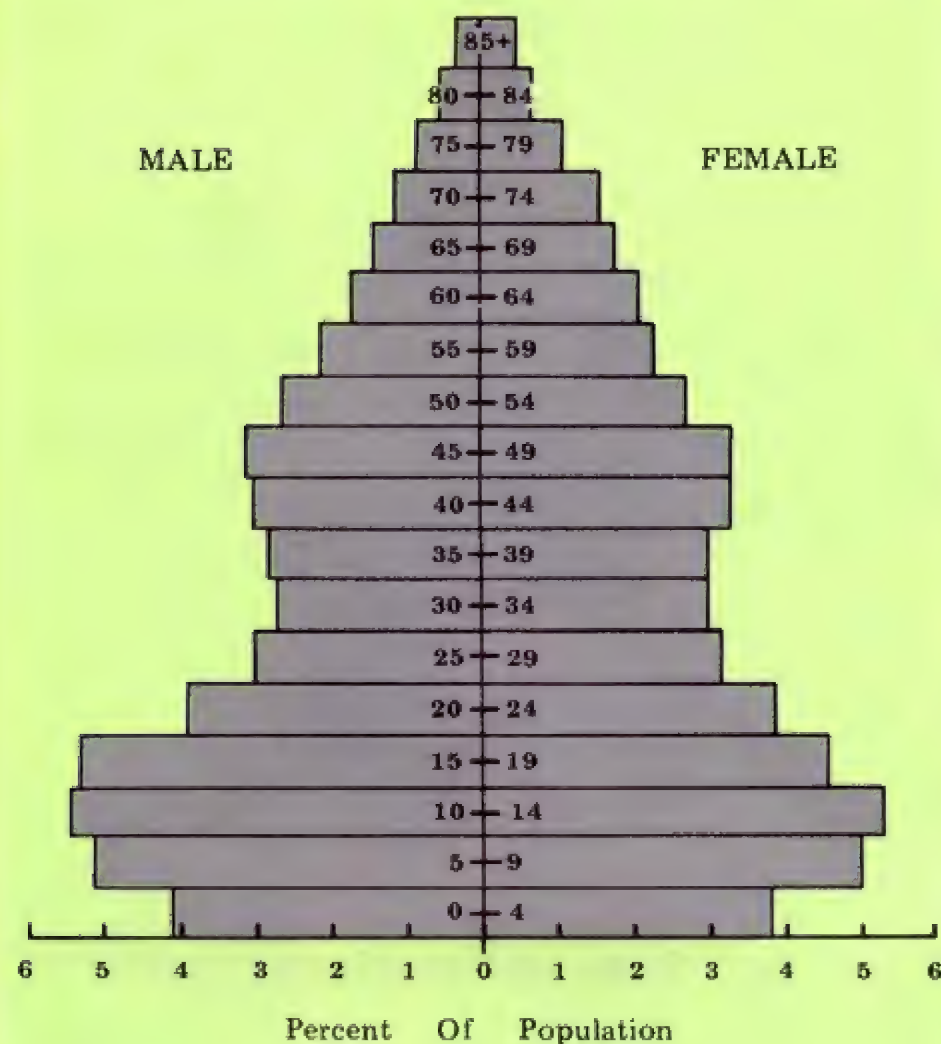


R 33 E

R 34 E



## AGE — SEX DISTRIBUTION 1970



TOTAL MALES: 167,886  
TOTAL FEMALES: 176,425

Source: U.S. Bureau of the Census Census of Population: 1970

Since the April, 1970 census, the County has experienced a period of tremendous growth. The estimate for December, 1972, was a population of 412,000, or an increase of almost 68,000 people during the 32 month period. Approximately 56,000 of this population increase can be attributed to families moving into the County. Correspondingly, business activity has increased. The tables below indicate an increase in residential construction, employment, financial transactions, and air passengers.

## POPULATION ESTIMATE

QUARTER	ESTIMATE
I /70	344,311
II /70	349,611
III/70	351,594
IV/70	354,336
I /71	360,378
II /71	363,177
III/71	367,178



## B. Effect of Different Land Uses on Natural Systems

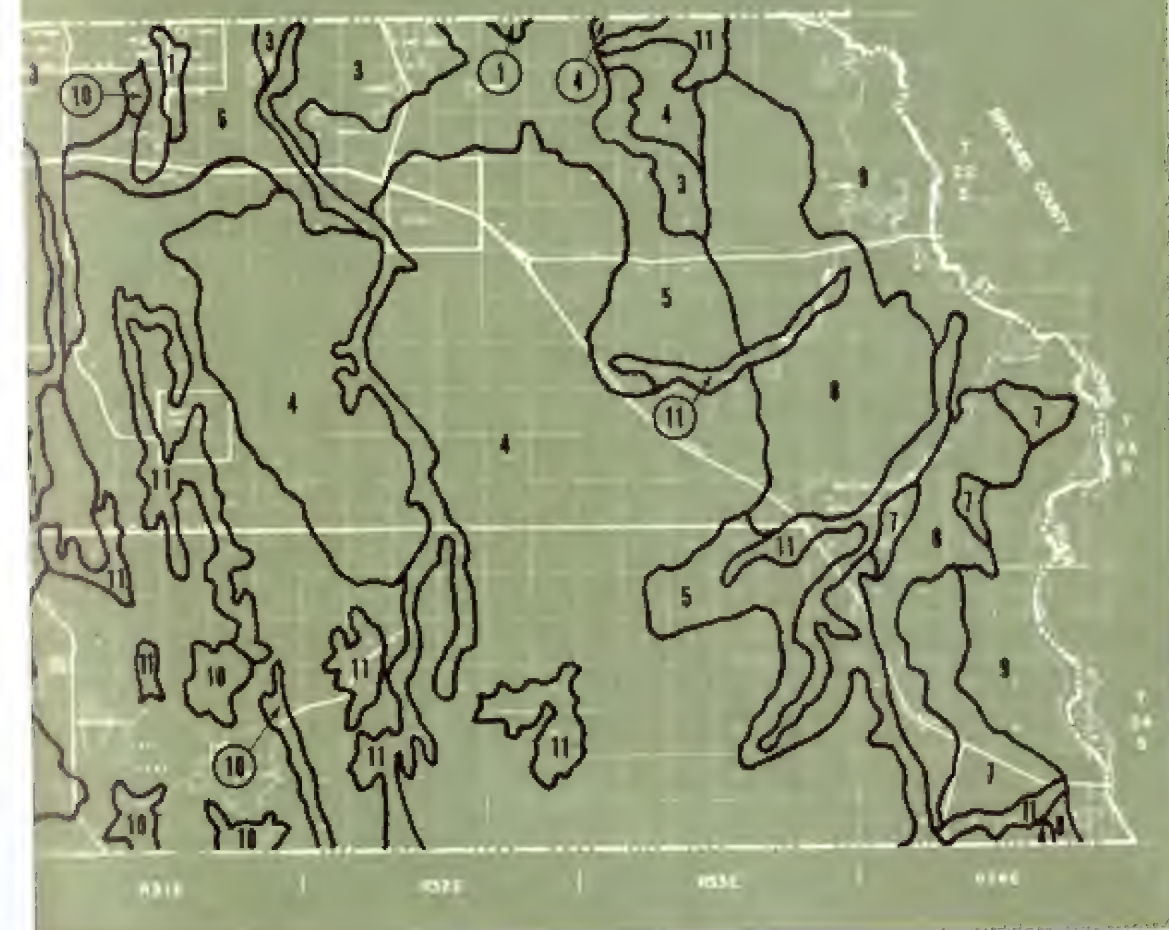
Population growth is placing more and more pressure on the basic resources of land, water, and plants, particularly in those areas contributing to the water supply of the Floridan aquifer. According to the United States Geological Survey, the average individual uses 188 gallons of water per day. These individual uses added to present agricultural and industrial uses, amount to 119.9 million gallons of water per day in Orange County. These same



## SOIL ASSOCIATIONS IN ORANGE COUNTY

### LEGEND

ASSOCIATION	SOIL TYPE	% OF SOILS IN ASSOCIATION	ASSOCIATION	SOIL TYPE	% OF SOILS IN ASSOCIATION
4.	Leon	58%	8.	Pompano	58%
	Rutledge	27%		Delray	10%
	Others	15%		Others	32%
	Acres = 165,100			Acres = 29,700	
5.	Leon	66%	9.	Manatee	50%
	Pompano	14%		Delray	32%
	Flammer	2%		Others	9%
	Acres = 117,500			Acres = 27,800	
6.	Leon	44%	10.	Everglades	88%
	Blanton (Low Phase)	28%		Brighton	21%
	Rutledge	17%		Others	11%
	Other	11%		Acres = 13,000	
	Acres = 19,500				
7.	Adamsville	34%	11.	Fresh Water	75%
	Pompano	24%		Swamp	25%
	Imperial	17%		Atollal	
	Others	2%		Land	
	Acres = 8,700			Acres = 30,000	



annual 51.31 inches of rain that fall in the County, ten percent now filters through the soil to the Floridan aquifer system. Since the rate of infiltration is largely determined by drainage characteristics of different soil types, the best water recharge areas are those areas where rain water will penetrate the soil and flow down to the Floridan aquifer. As indicated above, the areas with the highest percolation rate are the lower numbered soil associations, those most suitable for urbanization.

The conflict then, is that those areas on which it is easiest to construct buildings and permit urbanization are

## II. LOCATION REQUIREMENTS

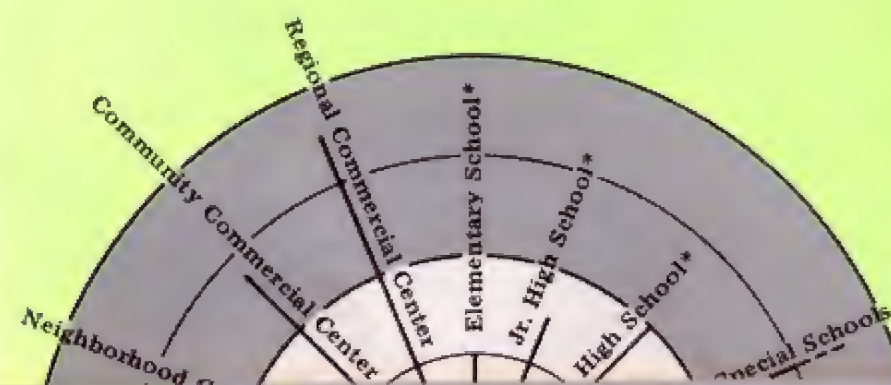
The location requirements for each type of land use vary. Each land use has different requirements in terms of terrain, location, accessibility, and services.

Sites for industrial usage must be reasonably level. There should be a choice of sites close in, on the urban fringe, in rural areas, and with consideration of such factors as availability and accessibility to labor and relative advantages of various areas in the County and throughout Central Florida. Direct access to commercial areas is needed by some industries while locations close to major transportation facilities such as major roads, railroads, and airports are mandatory for others. Availability of utilities at or near the site, such as power, water, and waste disposal facilities are also necessary. Industrial districts scattered over many smaller sites should be discouraged in order that access and service requirements can be better and more efficiently met.

Neighborhood and community shopping facilities located centrally to the area served should be provided with good access from residential areas. Business and commercial facilities should be grouped into functional units providing sufficient off-street parking and loading facilities, pedestrian and vehicular safety, elimination of traffic congestion and scattered development that is unprofitable for proprietors, inconvenient to patrons, and inefficient to service. Shopping centers must have adequate access from major streets, public transit, and pedestrian ways.

Residential development is well suited to areas with more irregular topography than are industrial and commercial uses. These areas should be close to major thoroughfares which give convenient access to work, shopping, and leisure time activities. Development should occur as neighborhood units so that a full complement of services are available to households within reasonable walking or driving distances. The figure below indicates the maximum recommended distance to these services from any household in the urbanized sections of the County

### MAXIMUM DISTANCES FOR COMMUNITY FACILITIES: JOURNEY FROM DWELLING UNIT TO SELECTED DESTINATION





The pioneers of the newly formed Orange County of 1845 foresaw the agricultural potential of the land, but could not have been expected to envision the significance of the area as a metropolitan, transportation, and tourist center. Today, the present area of 1,003 square miles of land and lakes is one of the fastest developing areas in the nation.

The natural geographic advantages of a productive land, an attractive landscape, an abundant water supply, and clean air have not been lost, however. They provide a unique opportunity for ecological preservation at a time when growing economic demands require reasonable and effective land development policies to maintain and enhance the quality of life.

The question facing the 400,000 residents of Orange County is to what degree can both the natural and cultural advantages of living here be preserved while, at the same time, accommodating an additional 300,000 people during the next two decades. Many decisions must be reached to determine where urban growth is permitted to take place and how each site is permitted to develop.

The Board of County Commissioners is responsible for managing growth throughout the unincorporated areas of the County. The Commissioners must determine the areas which are to be preserved, the areas to be urbanized, and the land use and site development standards to be applied. Parks, roads, utilities, fire protection, law enforcement, schools, and libraries are among the community facilities and services which are required by a growing population. If properly managed, the anticipated growth in population can result in improved community life styles and a strengthened economic base.

The daily decisions of the Board are based on policies the written and unwritten premises upon which governmental actions are based which interpret what the community of today wants for the Orange County of tomorrow. The following Resolution adopted October 31, 1972, by the Board of County Commissioners enumerates many policies relating to the physical growth and development programs of the County.

The Resolution adopts an Orange County Development Policy consisting of a generalized, graphic guide; a policy statement outlining the Board's intent on principles of general land use, site development standards, capital improvement programs, and intergovernmental cooperation; and this supporting text.

### RESOLUTION

WHEREAS, Orange County is located at the transportation center of Central Florida and contains the rapidly developing Orlando Metropolitan Area; and

WHEREAS, The County benefits from favorable geographic site characteristics including an ample supply of lakes, streams, sunshine, rainfall, ground water, habitable land, natural vegetation, and favorable wind currents; and

WHEREAS, planners project a doubling of the County's resident population during the next two decades and a substantial growth in tourism, together with supporting residential, commercial and industrial development; and

WHEREAS, The Board of County Commissioners of Orange County holds responsibility for guiding and directing physical and economic development of the County exclusive of municipal and other jurisdictions authorized by the State Legislature, and is

Section IV. The clustering of commercial, industrial, and other high intensity uses and the containment of existing strip-commercial development is to be supported.

Section V. Site development standards assuring high quality improvements with adequate provisions for landscaping and open space which will enhance the beauty of the area will continue to be refined and implemented through the Subdivision Regulations, the Zoning Resolution, and ordinances adopted by the Board.

Section VI. Community service scheduling and capital improvements programming of the long-range County needs for physical improvement of public facilities including phasing of financing, development, and construction are adopted as Board policy including:

- Transit and airport facilities plans, and a major streets and highways plan, including right-of-way, building setback, and frontage road policies, to be revised and adopted as elements of the Development Policy;
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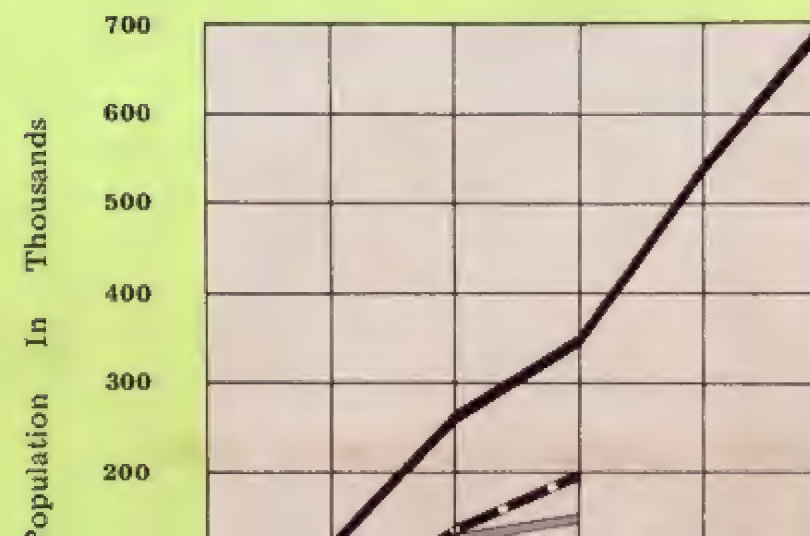
Section VII. The County staff will work with the Board of Public Instruction staff and will make available population projections and development information to assist in advance school site acquisition.

Section VIII. In the interest of providing for the orderly physical, social and economic development of the County and preserving and enhancing the natural ecology, the Board hereby declares its intent to cooperate with and seek the cooperation of all Orange County citizens and governmental agencies, and to continue its support of metropolitan and regional planning and research programs.

## Population and Economy

Once a sparsely populated agricultural area, Orange County today is one of the fastest growing counties in the United States. The 1940 population was 70,074. The 1970 Federal Census reported 344,311 residents. By 1990, 700,000 persons are expected to live in Orange County.

ORANGE COUNTY POPULATION  
1940 — 1990





IV/71	370,241
I /72	383,587
II /72	391,246
III/72	402,186
IV/72	412,253

Source: East Central Florida Regional Planning Council

### ECONOMIC INDICATOR

Economic Indicator	Total 1972 12 Months	Total 1971 12 Months	Total 1970 12 Months
<b>CONSTRUCTION</b>			
Number Residential Units	18,212	8,392	4,755
Value Residential Units (000)	\$188,073	\$101,251	\$61,070
Total Value (000)	\$357,851	\$170,592	\$121,589
<b>EMPLOYMENT (Monthly Average)</b>			
Total Labor Force	162,667	144,625	132,250
Agricultural	3,800	3,525	3,475
Non-Agricultural	153,792	135,208	123,392
Manufacturing	19,142	17,167	17,025
Unemployed	5,108	5,892	5,383
Unemployment Rate	3.2%	4.1%	4.1%
<b>FINANCIAL</b>			
Bank Debits (000)	\$18,459,851	\$14,397,385	\$10,372,483
Average Daily Bank Deposits (000)	\$10,401,518	\$9,392,189	\$7,847,034
Savings and Loan Deposits (000)	\$7,479,637	\$5,664,297	\$4,519,981
Mortgage Loan Credit (000)	\$427,444	\$478,464	\$207,627
<b>TRANSPORTATION</b>			
Total Air Passengers	2,113,028	1,313,562	1,051,633
<b>MISCELLANEOUS</b>			
Sales Tax Collections (000)	\$60,409	\$41,666	\$35,010
Real Estate Sales (000)	\$410,654	\$411,605	\$256,584

Source: Research Department, Chamber of Commerce

## Land Use Considerations

Future land area requirements have been developed in order to determine how many acres will be needed for future residential, commercial, industrial development, and other uses. These space requirements are developed from projections of population and socio-economic factors applied to standards developed from surveys of Orange County and other areas of similar population size. The future total acreages needed for each land use category are compared to present land use acreages and conversions to develop total new acres needed for each land use.

### PROJECTED LAND USE IN ACRES FOR A POPULATION OF 700,000 IN 1990

LAND USE	ACREAGE REQUIREMENT
Residential	80,000
Commercial and Service	8,700
Industrial	8,500
Parks, Recreation and Conservation	39,500
Other Public Uses	28,600
Total Acreage Requirement	165,300
Total Orange County Land Acreage	582,400
Percent of Total County Land	

At first glance, it appears that surface water might help meet this need. The amount of water stored on the surface varies considerably, however. Evaporation and transpiration losses are high, disposing of 70 percent of the rain that falls in the County. Lake levels fluctuate from two feet to twenty feet. Twenty percent of the rain water flows out of the County in streams. Seepage losses and low rates of recharge in dry weather affect surface waters. In addition, surface water quality is generally poorer than ground water because of various pollution problems. Because of these and other facts, surface water cannot be relied upon to meet the future water requirements.

The ground water supply of the Floridan aquifer must be relied upon for the 192.5 million gallons of water per day which will be needed in 1990. Most of the recharge to this ground water system is from infiltration of rainfall in Orange County. A lesser quantity enters the County by underground flow from southern Lake County and a small amount enters from Osceola County. Of the average

### COUNTY SOIL TYPES AND S

Soil Type	Soil Association	On-Site Percolation	Primary Use Without Extensive Site Alterations	Lim
ADAMSVILLE	7	Poor	Agriculture Wildlife	S
BLANTON	2,3,6	Excessive — Moderate	Building Citrus	S Mo
BRIGHTON	10	Saturated	Wildlife	S
DELRAY	8,9	Poor	Agriculture Wildlife	S
EVERGLADES	10	Saturated	Wildlife	S
FRESH WATER SWAMP — ALLUVIAL LAND	11	Flooded	Wildlife Native Vegetation Agriculture	S
IMMOKALEE	7	Poor	Agriculture Wildlife	S
LAKELAND	2	Excessive Good	Building Citrus	S
LEON	4,5,6	Poor	Agriculture Wildlife	S
MANATEE	9	Very Poor	Agriculture Wildlife	S
PLUMMER	3,5	Poor	Agriculture Wildlife	S
POMELLO	1,3,5	Somewhat Poor	Building Agriculture	Mo
POMBANO	7,8	Poor	Agriculture	



also the areas of best water recharge to the Floridan aquifer system upon which Orange County depends for its water supply. The construction of buildings, parking lots, and other surface-covering land uses reduce the soil area into which the water can penetrate to the Floridan aquifer, thereby reducing flow to the aquifer. Any reduction in flow, coupled with increasing demands for water from increased population, could threaten to deplete Orange County's water supply. In fact, the U.S. Geological Survey estimates that unless steps are taken to increase recharge and reuse water, levels in the Floridan aquifer and flow in springs will not be maintained, and further, the aquifer will be threatened by salt-water encroachment.

It is therefore imperative that urbanization be controlled in the recharge area. Building activity which is permitted in the recharge area must be very low in ground coverage. The Orange County Development Policy is intended to respond to the "good building area/water recharge area" paradox in such a manner that water resources are protected for the long term.

## SELECTED CHARACTERISTICS

Buildings	Septic Tanks	Paved Roads	Remarks	
Severe	Severe	Moderate	High Water Table	
Slight to Moderate	Slight to Severe	Slight to Moderate	High Phase Low Phase	Seasonal High Water Table
Very Severe	Very Severe	Very Severe	High Water Table —	Muck — Low Load Capacity
Severe	Severe	Severe	High Water Table	Flooding
Very Severe	Very Severe	Very Severe	High Water Table —	Muck Low Load Capacity
Very Severe	Very Severe	Very Severe	High Water Table — Flooding	
Severe	Severe	Severe	High Water Table	
Slight	Slight	Slight	Ground Water Pollution a Hazard	
Severe	Severe	Severe	High Water Table	
Severe	Severe	Severe	High Water Table	Flooding
Severe	Severe	Severe	High Water Table	Flooding
Severe	Severe	Slight	Seasonal High Water Table	



Walking distance is measured in miles

Car or public transportation is measured in time.

\* Maximum walking distance

## III. INTERRELATIONSHIPS BETWEEN EXISTING AND PROPOSED LAND USES

The third consideration in the allocation of future land uses is the interrelationships between different land uses. In order to achieve and maintain convenience, amenity, and livability factors, low density residential areas generally need to be buffered from industrial and commercial areas by lower intensity uses such as offices or low-rise apartments. Transitions from lower to higher residential density areas should be encouraged. Commercial uses should be grouped and located to efficiently perform their service functions in a manner compatible with, and complementary to, nearby residential areas. Industrial uses, especially where noise or heavy traffic is generated, need to be buffered from certain commercial uses. Conversely, certain industries are dependent upon nearby commercial facilities. Access is an important factor in the spatial arrangement of all land uses.

In summary, the principle factors considered in the allocation of future land uses are natural features, urban services needed, such as access, sewerage and water systems, schools, and parks, and the interrelationships between different existing and proposed land uses. The Development Policy guide reflects existing development and past land use decisions which are expected to continue to be utilized through the planning period, areas needed for development to furnish housing, employment, and general services for the expected population, and areas which are anticipated to remain in agricultural use or as conservation areas.

## SITE PLANNING

The three considerations above regarding the allocation of future land uses deal with new development on a broad scale. Site planning involves the more detailed planning of an individual development such as an office building, a commercial area, or a residential subdivision. Even with



## TRANSPORTATION

Orange County faces the task of providing adequate transportation facilities to meet the needs of its rapid expansion. To meet this demand, the County and State have undertaken ambitious road construction programs. The major new facilities are listed below.

### CONSTRUCTION PROGRAM JANUARY 1, 1973 TO DEC. 31, 1977

Project Name	Project Name	From	To	New Facility
Aloma Ave.	2.6 miles	Lakemont Ave.	Sem. Co. Line	4 Lanes
Bennett Road	1.0 miles	Colonial Dr.	Corrine Dr.	4 Lanes
Curry Ford Rd.	3.0 miles	Griffin	Semorran Blvd.	4 Lanes
East-West Expy.	13.8 miles	W. 50	E. 50	4 Lanes
Edgewater Dr.	2.1 miles	Par Ave.	Lee Rd.	4 Lanes
Fairbanks Ave.	1.0 miles	I-4	SR 600	4 Lanes
Griffin	1.0 miles	SR 526 A	SR 526	4 Lanes
I-4	10.5 miles	Osceola Co. Line	SR 435	6 Lanes
I-4	3.4 miles	Par Ave.	Sem. Co. Line	6 Lanes
John Young Pkwy.	7.5 miles	SR 50	Fla. Turnpike	4 Lanes
Lakemont Ave.	1.5 miles	Glenridge	Aloma Ave.	4 Lanes
Maitland Blvd.	1.7 miles	I-4	US 17-92	4 Lanes
McLeod Rd.	2.0 miles	Kirkman Rd.	Orlando — Vineland Road	2 Lanes
Oak Ridge Rd.	1.7 miles	Orange Blossom Trl.	Orange Avenue	4 Lanes
Pine Hills Rd.	1.8 miles	Colonial Dr.	Silver Star	4 Lanes
Sand Lake Road	7.8 miles	I-4	Orange Avenue	4 Lanes
Silver Star Rd.	2.9 miles	Hiawassee Road	Orange Blossom Trl.	4 Lanes
SR-435	1.8 miles	U.S. 441	North City Limits of Apopka	4 Lanes
SR-423	0.3 miles	John Young Pkwy.	Forrest City Rd.	6 Lanes
SR-438	2.2 miles	SR 535	SR 437	4 Lanes

In addition to these construction programs, the County is participating in various transportation studies which are based upon projected future land use patterns in the County. The Orange-Seminole-Osceola Transportation Policy and Technical Committees are in the final stages of a comprehensive transportation study involving Orange and portions of Seminole and Osceola Counties. The streets and highways portion of the study will be used to complete the Major Streets and Highways Plan of the Development Policy. As a second phase of this effort, a mass transit study is underway and will be completed in 1973. Coordinated with these studies is an investigation by the Orlando-Orange County Expressway Authority, the Orange-Seminole-Osceola Counties Transportation Authority, the State Department of Transportation, and the Boards of County Commissioners of Orange, Seminole, and Osceola Counties of a Beltline Parkway System around the metropolitan area. In addition, a study to determine the transportation needs of the elderly is in process. Upon completion, a demonstration grant will be made available

The County is currently greatly expanding its park program. An expanded budget and parks director function along with studies vital to increased financial assistance and studies of need are underway to ensure a complete parks program. Due to rising-land costs and the shortage of good park sites convenient to population centers, the concept of advance land acquisition to meet future requirements is under study. The Development Policy guide aids in the parks program by identifying future population concentrations which help determine present and future recreational needs.

## SCHOOLS

The Development Policy can assist the process of future school site planning and acquisition conducted by the Orange County Board of Public Instruction.

By estimating the future population of an area, future student populations can be projected. With this knowledge, future facility needs can be programmed and planned more accurately.

## SEWER AND WATER SYSTEMS

The County is presently served with sewer and water systems by a combination of public and private facilities. Orange County is now expanding its role in the provision of these services and is engaged in the first phase of a capital improvements program. Upon completion of this \$10,000,000 phase by the end of 1974, County service areas will be greatly expanded in the northwest and southwest sections of the County.

## Policy Implementation

This Development Policy has been reviewed by various citizens' groups, approved by the Planning and Zoning Commission, and adopted by Resolution of the Board of County Commissioners. It will be implemented mainly through the power of the Zoning Resolution, the Subdivision Regulations, Boards of Review, and County agencies. In land development situations, the policy will be used as a general guide to the type and intensity of land use that should occur in a given area to promote the goals and policies of the County.

## THE ZONING RESOLUTION

The main implementation device for County government in regulating the use of land is the Zoning Resolution. In cases where the Planning and Zoning Commission is asked to consider changes in the zoning districts, there will be three main considerations: 1) The testimony and showings at public hearings; 2) Land use policies and current studies in the general area of the property in question, and 3) Change of circumstances since the original zoning or the Policy was adopted. If the public hearing indicates that circumstances warrant alteration of the zoning districts or refinement of the Policy, the Zoning District will be changed and the Development Policy guide updated.

## THE SUBDIVISION REGULATIONS



economic development of the County exclusive of municipal and other jurisdictions authorized by the State Legislature, and is interested in the efficient provision of all necessary public facilities and services to all residents and guests of Orange County; and

WHEREAS, it is the desire and intent of the Board of County Commissioners to judiciously provide for the orderly development of the County in a manner recognizing not only the great economic forces at work but also the necessity to preserve and enhance the natural resources and ecological assets which make possible the pleasant and healthful living and working environments available to the people of Orange County

NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF ORANGE COUNTY, FLORIDA:

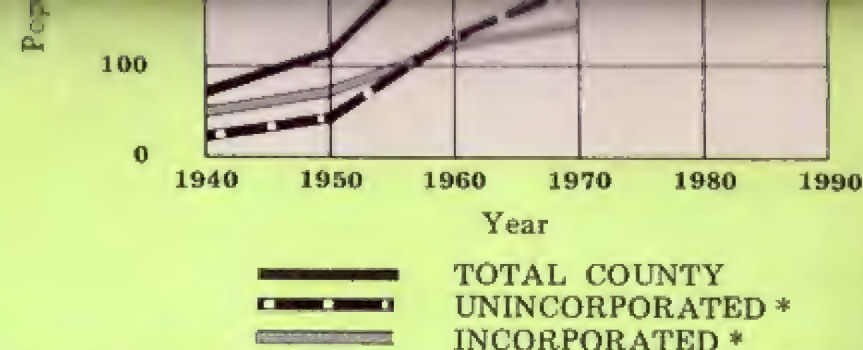
Section I. The Board of County Commissioners hereby adopts the Orange County Development Policy, consisting of a policy guide located in the Commission Chambers of the Court House and a supporting text on file with the Clerk of the Board of County Commissioners, both as amended from time to time, with the following purpose and intent:

This guide is a generalized expression of current County development policy, subject to continual refinement, and represents one of many policy statements and studies prepared to promote coordinated development of the County's roads, parks, schools, drainage systems, sewerage systems, and other public and private improvements. The guide is not a zoning map and does not dictate future policy. It is intended to provide a general guide for land use which will assist in improvement of the physical environment of the County. Such a guide facilitates daily decisions which lead toward long range goals by providing scope and perspective for zoning changes and public improvements planning. This guide is also intended to assist in coordinating policies and programs among the elected and appointed officials of Orange County government. Authority for preparation of this guide is conferred by Chapter 63-1716, Laws of Florida as amended, and by Chapter 125, Florida Statutes.

Section II. It is the intent of the Board to follow conservative development policies by limiting the intensity and arrangement of land uses in a manner most beneficial to the present and future population.

Section III. Growth and development is to be encouraged only when it represents an orderly extension of existing urban areas in such a manner that necessary urban services and facilities can be provided with the most efficient outlay of public funds, to wit:

- The policies outlined in the FTU Area Development guide and the Land Development guide for the Southwest Orange County Area are to continue;
- The preservation of agricultural and other open space uses is to be encouraged to protect water recharge areas, maintain high water quality of lakes and streams, prevent drainage problems, prevent encroachment into flood-prone areas, and maintain open space areas;
- The presently urbanized areas including existing substandard areas and vacant land are to be developed to the maximum desirable intensity in such a manner that the environmental assets of the area are protected;
- The development of areas remote from proper supporting facilities, such as roads, schools, utilities, and fire protection is to be discouraged.

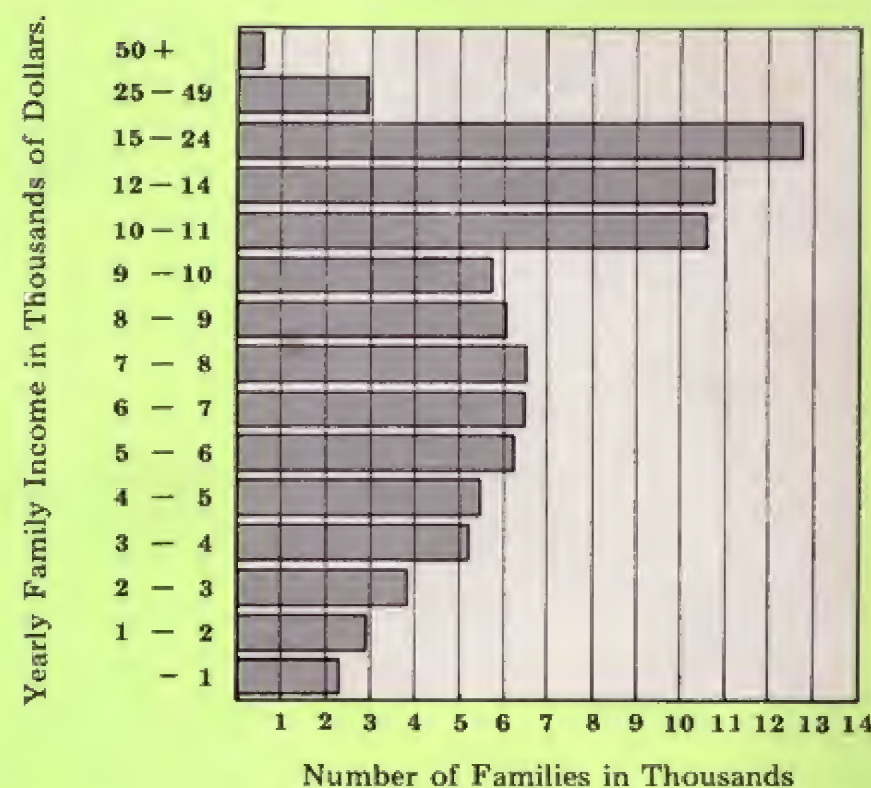


\* RELIABLE PROJECTIONS AVAILABLE ONLY ON A COUNTY-WIDE BASIS

SOURCES: 1940-1970 Data U.S. Bureau of the Census Census of Population  
1971-1990 Projections East Central Florida Regional Planning Council

An examination of the characteristics of the population as revealed in the 1970 census show the median age to be 28.0 years of age as contrasted to the Florida median age of 30.5. Females accounted for 51.3 percent of the County and 51.8 percent of the State population. Median family income was \$8,800 in the County and \$8,267 Statewide.

### FAMILY INCOME 1970



MEDIAN INCOME: \$ 8,800  
MEAN INCOME: \$10,374  
PER CAPITA INCOME: \$ 3,038  
TOTAL NUMBER OF FAMILIES 88,159

Source: U.S. Bureau of the Census Census of Population: 1970



Total Orange County Land Acreage	582,400
Percent of Total County Land Area Required for Development	28%

The new acreage requirements must be satisfied either by presently vacant land or by underdeveloped land which will be redeveloped. Three major considerations must be made in this allocation process:

- I. The natural limitations of the land such as soil type, water recharge capability, and presence of flood plain;
- II. The location requirements for each land use; and
- III. The interrelationships between the various land uses.

#### I. NATURAL LIMITATIONS

The natural features of the County limit the amount and location of future urbanization. The three primary interrelated issues are: A) What land uses are suitable according to the natural features of an area? B) What effect do different land uses have on the natural system, particularly the hydrologic cycle? and C) How can flood plains be protected?

##### A. Land Suitability for Various Uses

Land suitability for various uses can be ascertained best by examining the topography and soil types in the County

Orange County can be divided into three topographical regions. The low-lying region includes the St. Johns River marsh, the northern part of the Econlockhatchee River basin, and the northeastern portion of the County. Elevations are generally less than 35 feet. The intermediate region, occupying the middle portion of the County, ranges in altitude generally from 35 to 105 feet. Those areas over 105 feet in elevation, the highland region, are found in the western part of the County.

These topographical features are reflected in the various soil types and their characteristics which can be combined into eleven soil associations. Soil associations are a grouping of soils as they occur together in a regular pattern in the landscape. The soils comprising each association may or may not respond similarly to use and management. The arrangement of the soil associations and their characteristics are indicated in the accompanying figure. The figure shows that, generally, the suitability of the association for building structures declines toward the higher numbered associations as poor drainage and other adverse soil characteristics become more difficult to overcome. Also indicated is the method of drainage. It is accomplished predominately through the percolation of water through permeable soils to the water table in the lower numbered associations found principally in the western part of the County. In the higher numbered associations found principally in the St. Johns River area and by other creeks and basins in the eastern section of the County, surface drainage through streams must be relied on because of the relatively impermeable soils.

POMPANO	7,8	Poor	Agriculture Wildlife	Sev
RUTLEDGE	4,6	Very Poor	Agriculture Wildlife	Sev
ST. LUCIE	1	Excessive	Building Agriculture	Slip

- \*1. Slight — Limitations very minor
2. Moderate — Limitations easily overcome with planning and design
3. Severe — Limitations difficult and costly to overcome
4. Very severe — Reclamation needed is extreme

#### C. Flood Plain Considerations

The disposition of surface waters has become a prime concern because of the need to protect citizens and property from flooding conditions by providing for adequate removal of storm waters, maintaining natural drainage ways in their native state, and using filtered surface water to recharge the Floridan aquifer. Since Orange County serves as a headwater for the Oklawaha, Kissimmee, and St. Johns River systems and is urbanized primarily on its gently sloping intermediate region, the Board has established the 25 year storm as a basic criterion for protection of streams, flood plains, lakes, and the

#### COMMERCIAL FACILITY U

##### A. SHOPPING CENTERS

1. Major Function

##### NEIGHBORHOOD CENTE

Sale of convenience goods and personal services

2. Leading tenants

Super market and drugstore

3. Location

Intersection of collector streets a/c secondary roads

4. Radius of service area

One half mile

5. Minimum population to support center

4,000

6. Site area (gross land area)

4-8 acres

7. Desirable maximum size of center as percentage of total area served

1.25%  
(1 acre/1,000 pop.)

8. Ranges of Gross Floor Area

30,000-75,000 sq. ft.

9. Number of stores and shops

5-20

Source: George Nez, Standard For New Urban Development — The Denver Background.

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ere	Severe	Severe	High Water Table —	Flooding
ere	Severe	Severe	High Water Table	Flooding
ght	Slight	Slight	Underground Water	Pollution a Hazard
SOURCE: U. S. Dept. of Agriculture Soil Conservation Service and the University of Florida Agricultural Experiment Station				

closed drainage basins. As further research proceeds, the 25 year storm appears the most suitable for building control purposes. Every effort is being made to guard against unnecessary artificial channelization of water ways and to leave flood plains such as the Big Econlockhatchee River and the St. Johns River in their natural state. This will provide a variety of benefits to water, plant and animal systems. The County staff is working in tandem with professional engineers and other public agencies to develop the technology to increase the volumes of water returned artificially to the Floridan aquifer and to improve the quality of water entering the County's lakes.

LOCATION STANDARDS		
	COMMUNITY CENTER	REGIONAL CENTER
R	Some functions of the Neighborhood Center plus sale of shopping goods (wearing apparel, appliances, etc.)	Some functions of Community Center plus sale of general merchandise, apparel, furniture, etc.
nd	Variety store and small department store	One or more large, major department stores
	Intersections of major roads and/or expressways	Intersections of expressways and/or freeways
	Two miles	Four miles
	35,000	150,000
	10-30 acres	40-100 acres and over
	1.00% (0.75 acres/1,000 pop.)	0.50% (0.67 acres/1,000 pop.)
	100,000-250,000 sq. ft.	400,000-1,000,000 sq. ft.
	15-40	40-80
St., N.W., Washington, D.C.		

individual development such as office building, a commercial area, or a residential subdivision. Even with the best arrangement of land uses, a pleasing environment will not be created without good site planning.

Site planning involves many facets. First involved is an examination of the advantages and limitations of the site. The drainage, topography, and vegetation should not be obliterated but rather maintained and enhanced through sensitive location of buildings and activities on the site. The past use of the site and its image should also be taken into account with allowance made for future growth and change. A second step involved is an efficient design for circulation. It must be developed, utilizing not only a system of roads, but also with provisions for pedestrian circulation. In addition, the site designer must be sensitive to the visual form created. Involved are the arrangements of proportion, volume, density, shape, texture, and pattern that are created by building forms and arrangement, street furniture, and landscaping. Attention to these details will avoid traffic congestion, confusions of neon signs, mediocre or garish architecture, lack of landscaping, and the welter of telephone and electrical wires that can come with rapid urbanization. Instead, with attention to good site planning, new growth in Orange County can improve the form and appearance of the area and make it a more enjoyable place to live.

## Capital Improvements Programming

The Development Policy guide can serve as the basis for capital improvements programming. Only by anticipating the future location of residential, commercial, and industrial areas is it possible to plan for needed services of these land uses such as transportation facilities, parks, schools, police and fire protection, and utilities on a comprehensive, long-range basis. As elements of the capital improvements programs are completed, the Development Policy will be broadened to include them.

Projections made by the East Central Florida Regional Planning Council for Orange County point to the need for a total of 257,201 housing units in 1990. Of this total number, almost 25 percent of the need will be for multi-family units. According to estimates made by the Department of Housing and Urban Development, an average annual demand for 9,500 new, unsubsidized housing units is anticipated for the two year period ending January 1, 1974 in Orange and Seminole Counties. In addition, there is an estimated annual occupancy potential for subsidized housing of 1,870 units a year for the same area and time period.

The Development Policy guide suggests an arrangement of future residential areas that is most beneficial to the total population of Orange County. The Policy facilitates the establishment of new residential areas as neighborhood units so that access, schools, and utilities can be provided most efficiently as planned capital improvements.



the transportation needs of the elderly. Upon completion, a demonstration grant will be made available to implement proposals of the plan. These plans will culminate in an ongoing, long-range capital improvements program for transportation facilities in Orange County

## PARKS

Open space and outdoor recreational facilities are provided in Orange County by the State, County, and municipal governments. Each governmental level provides specialized types of parks performing specific functions. The municipalities emphasize neighborhood parks, while the State has provided Wekiwa State Park, a regional facility. The County has acquired six community parks, two neighborhood parks, and one metropolitan park. The Little Econlockhatchee Park, now under development, contains 249 acres.

The following table indicates the total park system available to the people of Orange County

**SUMMARY OF OPEN SPACE AND OUTDOOR RECREATION FACILITIES**

Type of Facility	State		County		City		Total	
	No.	Acres	No.	Acres	No.	Acres	No.	Acres
Mini-Park	-	-	-	-	4	0.8	4	0.8
Neighborhood Parks	-	-	2	18.0	48	205.8	50	223.8
Community Parks	-	-	6	321.0	6	179.1	12	500.1
Metropolitan Parks	-	-	1	200.0	-	-	1	200.0
Regional Parks	1	6276.0 <sup>1</sup>	1	412.5	-	-	2	6688.5
Elementary School Play Area	-	-	73	700.3	-	-	73	700.3
Jr.-Sr. High School Play Area	-	-	27	585.4	-	-	27	585.4
Special*	13	172.3 <sup>2</sup>	1	38.2	43	341.1	57	551.6
<b>TOTAL</b>	<b>14</b>	<b>6448.3</b>	<b>111</b>	<b>2275.4</b>	<b>101</b>	<b>726.8</b>	<b>226</b>	<b>9450.5</b>

Source: East Central Florida Regional Planning Council

\* Special category includes boat ramps, wayside parks, wildlife refuges, baseball fields, and other single-purpose facilities.

1/ Wekiwa Springs State Park

2/ Includes Lake Underhill Fish Management Area (147.0 Acres).

## THE SUBDIVISION REGULATIONS

The regulations adopted in October, 1972, control site development by regulating design standards and site improvements. This important document helps assure that new residential areas will be properly designed regarding streets, sewers, drainage, open space, landscaping and other considerations.

## BOARDS OF REVIEW

Various boards and committees are involved in physical development activities and act in an advisory capacity to the Board of County Commissioners. The Planning and Zoning Commission is responsible for planning and zoning activities including recommendations of principles and policies for guiding development in the County. The Board of Zoning Adjustment is involved with special exceptions and variances to the Zoning Resolution. The Primary Water Control Board is concerned with the Primary Water Control System and deals with physical development which affects this system. The Sewer and Water Advisory Board is responsible for the planning and operation of the County Sewer System and Water System. The Pollution Control Board develops programs aimed at pollution control and abatement. All these boards and commissions are involved in development decisions that carry out the development policies of the Board of County Commissioners.

## COUNTY DEPARTMENTS

The majority of County departments involved in physical development decisions are represented on the Development Review Committee. This committee, appointed by the Board of County Commissioners, includes the County Administrator, the County Attorney, and representatives from the County Departments of Agriculture, Health, Planning, Public Works (including Engineering and Pollution Control), Right-of-Way, Zoning, and the Orange County Board of Public Instruction. They review all proposed subdivisions and planned developments with reference to various decisions and policies of the Board, including the Development Policy. In addition to these County departments, the Utility Service Department enforces the Minimum Housing Code, while the Building Department is responsible for building permits and inspections.

The power of the Zoning Ordinance, Subdivision Regulations, and the actions of the various Boards, Commissions and Departments will all work toward the implementation of policies reflected in the Development Policy. It is the desire of the Board of County Commissioners that this unified approach will provide better government to the citizens of Orange County.





Additional copies available and further information may be obtained from the Orange County Planning Department, P.O. Box 1393, Orlando, Florida 32802.